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NOMINATION—USFA

HEARING

BEFORE THE

COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

ON

NOMINATIONS

JUNE 13, 1990

OLIN L. GREENE, JR., TO BE ADMINISTRATOR, UNITED STATES FIRE ADMINISTRATION

Printed for the use of the
Committee on Commerce, Science, and Transportation

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NOMINATION—USFA

WEDNESDAY, JUNE 13, 1990

U.S. SENATE,
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION,
Washington, DC.

The Committee met, pursuant to notice, at 1:37 p.m., in room 253 of the Russell Senate Office Building, Hon. Richard Bryan, presiding.

Staff members assigned to this hearing: Moses Boyd, staff counsel and Ruth Johnson, minority professional staff member.

OPENING STATEMENT BY SENATOR BRYAN

Senator BRYAN. I want to take this opportunity to welcome everyone to this hearing of the Commerce Committee on the nomination of Olin L. Greene, who the President has selected to serve as the Administrator of the United States Fire Administration.

The U.S. Fire Administration serves a vital function in our society. Its purpose is to enhance safety and protection of Americans from the dangers of fire. This is why this nomination is extremely important and deserving of our best efforts and attention.

The Fire Administration was established in 1974 in recognition by the Congress and the fire safety community that there was a need for federal involvement in the nation's fire problem. The Fire Administration is primarily responsible for conducting research and developing methods to reduce the number of fire-related deaths and injuries in the United States, coordinating safety and education programs with state and local governments, and developing public and private initiatives to promote fire safety throughout the nation.

The Fire Administration also serves as our national fire data entry source center for the collection and distribution of information on fire-related issues. Mr. Greene's nomination comes amid reports that the United States has one of the worst fire records of any country in the industrialized world and that volunteer fire service in many of the communities in our country is in decline.

This is evidence, of course, that there is a great need for strong and effective leadership in this area. I am certain that Mr. Greene, based upon his extensive experience, is aware of the enormous challenge that faces him. As a resident of a State that has suffered several tragic fires and a member of the Congressional Fire Services Institute, I am certainly interested in this nomination and the selection of our nation's fire safety leader.

I look forward to hearing Mr. Greene's testimony and discussing these issues and concerns with him this afternoon. We have been

joined this afternoon, for this confirmation hearing, by my friend and an active member of our Subcommittee, the distinguished Senator from Arizona, Mr. McCain.

OPENING STATEMENT BY SENATOR McCAIN

Senator McCAIN. Thank you very much, Mr. Chairman, and thank you for holding this hearing in this very rapid and timely fashion.

As the Senate Co-chairman of the Congressional Fire Services Caucus, I think it is very important that we get Mr. Greene's nomination to the floor and confirmed as rapidly as possible.

He has a long and distinguished career in the fire services spanning three decades. He began as a combat fire fighter in Miami, and most recently, as we know, he has been serving as the State Fire Marshal in Oregon. I think it would be very helpful to have an individual of his caliber in this very important position.

I would like to welcome my friend Bob Packwood, who is an outstanding member of this Committee, and also my friend Curt Weldon, who is brainchild and both parents of the Congressional Fire Services Caucus.

Mr. Greene has the very strong support of our organization. In fact, his nomination was announced at the Congressional Fire Services Institute annual dinner in April. Congressman Weldon's efforts on behalf of Mr. Greene I know are much appreciated.

Mr. Chairman, I do not want to take very much time. I think it would be well to mention that Mr. Greene was one of the first who worked on implementing fire warning devices for the hearing impaired, a very important and critical issue. Given the hundreds of thousands, indeed millions, of Americans who are hearing impaired, his efforts in that area, along with many others, are certainly well-recognized, and we are very appreciative of that.

We welcome you, Mr. Greene, and I will have a couple of questions for you when we finish with the proper introductions.

Thank you, Mr. Chairman.

Senator BRYAN. Thank you very much, Senator McCain.

It is now our great pleasure to call upon our colleague, Senator Packwood, to say a few words on behalf of his constituent of a great many years. Welcome to the Committee.

OPENING STATEMENT BY SENATOR PACKWOOD

Senator PACKWOOD. Mr. Chairman, thank you. It is my pleasure to introduce Olin Greene of Dallas, OR to the Committee today. Dallas, OR is a smaller town than Dallas, TX but not as incendiary a town as Dallas, TX.

Mr. Greene is currently the State Fire Marshal in Oregon, and that is the position he has held since 1982. His fire service career extends back 30 years. He joined the Fire Department in Miami, because he was so impressed with the service he got from the Department when his house was on fire. He thought if they were that good, he wanted to join that service. And it is a commitment like that that makes Olin a real professional.

There is no doubt that he has the knowledge and the experience to be the Administrator of the U.S. Fire Administration. His dedi-

cation to his career and the significant contributions he could make to the nation's fire service is reflected in the outstanding job he has done in the State of Oregon.

Let me give you just one example of the success as the Oregon Fire Marshal that he has had in the area of fire deaths. When he assumed his duties in Oregon, which was only 1982, fire deaths were as high as 90 per year. Because of his efforts, that figure has reached an all time low of 44 per year in 8 years.

In his current position, Mr. Greene has gained the universal respect of his colleagues in Oregon and throughout the Western States. In fact, I received letters of support for his nomination from the Oregon Fire Marshals Association, the Oregon Fire Chief's Association, Consolidated Fire and Rescue, which encompasses Washington County, a large suburban, county on Portland's outskirts, and the Western Fire Chiefs Association.

It is very clear from these recommendations of those who know him and work with him well that this man is extraordinarily qualified.

Now, normally, Mr. Chairman, at this stage you would say and I would like to introduce his spouse to the Committee. She is not here today. She is at the Oregon Fire Chiefs Convention. I said, oh, she is filling in for you? And he says, oh, no, no, no, she is the executive secretary of the Oregon Fire Chiefs Association.

So we are getting two for one in this appointment. We are getting a family commitment to fire protection in this country, and I am honored to be able to present Mr. Greene to this Committee.

Senator BRYAN. Thank you very much, Senator Packwood.

We always welcome your comments and testimony and also the interesting insight on the deficit reduction aspect that we get here today as well. I thank you very much, and I know you may have other commitments; please, feel free to stay as long as you can to join us. If you have to excuse yourself, we do understand that, and I know that Mr. Greene would as well.

It is now our pleasure to welcome an old fire-horse to the Committee, one who has been a great advocate for the causes of fire safety and a real leader on this issue on the Hill. The man from the other body, as we say here, the distinguished Congressman, Curt Weldon.

STATEMENT OF HON. CURT WELDON, U.S. REPRESENTATIVE FROM PENNSYLVANIA

Mr. WELDON. Thank you, Senator Bryan and Senator McCain. Let me first of all, besides thanking you for allowing me this opportunity to come over and speak on behalf of my good friend Olin Greene, acknowledge your leadership.

On behalf of the fire service in this Nation, I am here today, not as a resident of Oregon, nor as a resident of Florida, not as a resident of Pennsylvania, but as Chairman of the Congressional Fire Services Caucus, on which you both serve as senatorial vice chairs. It is now, as you well know, the largest caucus on Capitol Hill with some 380 members, Republicans and Democrats, from our most rural districts to our largest cities, all coming together to support the needs and the concerns and the priorities of America's first re-

sponders, the fire service of this country. And unfortunately for the last 200 years, they have not had perhaps all the support and attention that they have rightfully deserved.

Over the last 2 years, we have established a network second to none, which has really ignited a new feeling, a new sense of commitment among the 3 million men and women who make up the fire service of this great nation.

I am here today, as you are, to pay witness to the candidacy of Mr. Greene for the position of United States Fire Administrator. We perhaps could not find a more well-qualified person for this position. Olin is, in fact, the choice of the fire service.

I want to pay a special vote of thanks and acknowledgement to the President. He said to the fire service, who would you like to see in the position of the Administrator of the U.S. Fire Administration? And the fire service came back and said, well, we have several names, but one of those names, and perhaps the one that we all could rally around most aggressively, is one Olin Greene, who has spent a lifetime dedicated to helping reduce the threat from fire and disaster for the people of the States of Florida and Oregon.

Every major national fire service group in America—the National Fire Protection Association, the Fire Fighters Union, the International Association of Fire Chiefs, the National Volunteer Fire Council, the Arson Investigators, the Society of Fire Service Instructors, the Fire Marshals and all the trade groups—have lined up behind Olin Greene for this position.

The Administration is being applauded for having the foresight to select Olin. These groups have also extended their thanks to this Committee, which has worked so aggressively with the fire service during some more difficult years when the previous administration was not as supportive. And as a Republican, I am the first to admit that—that we have a new sense of working with and behind the Fire Administration and its responsive role in FEMA.

The challenges for Mr. Greene are many. And some of us have had some concerns with the FEMA organization as it relates to America's first responders. I am confident, as is the fire service, that Mr. Greene, with our full confidence and support and the support of the Administration, will allow the fire service to accept its rightful role as America's first responders.

Olin Greene will lead U.S. Fire Administration to a prominent place within the FEMA organization as mandated by Congress when the National Fire Prevention and Control Act was first passed in 1974.

Olin's background is on the record. It is one of very active and aggressive involvement in fire service issues. But he also understands the importance of the fire service as being the real backbone of America, the heart and soul of our local communities. They respond to every disaster, whether it was the hurricane in the Carolinas, the earthquake in San Francisco, the wildlands fires in Yellowstone, the nursing home fires in Tennessee or Virginia or the other major disasters, such as airline crashes, the fire service has been there.

Olin Greene understands that. And so he is someone who is identified very closely with the 3 million men and women who make up

this group. I am ecstatic to be a part of this process and look forward to working with Olin.

With your leadership, Mr. Chairman, and with Senator McCain's continued leadership in these issues, we know that Olin cannot help but be successful. And that success will come in both reducing the loss of lives and property. And also it will come with a sense of keeping America a strong nation by relying upon these men and women who make our local towns so strong all across this nation.

So I want to thank you for affording me the opportunity. I look forward to working with Olin on the House side and wish him well in the rest of his hearing today. I also have to get back for some very important armed services negotiations with Mr. Darman right now, so I would hope you would excuse me for that.

Senator MCCAIN. Well, after that statement maybe we ought to just adjourn this hearing.

Senator BRYAN. I was going to say this. We certainly appreciate your comments and your support, Congressman Weldon. Senator McCain and I, and all of us over here look forward to working with you and participating with you on your leadership on these issues.

And perhaps Senator McCain has said it best. This nomination in 15 minutes or so, has already been advanced to an ethereal height today.

So we are delighted to have Mr. Greene before us.

Senator MCCAIN. And, Mr. Chairman, before Congressman Weldon leaves, I would like to say again, and I am sure you are both aware of this, he has done a phenomenal job with our caucus.

Senator BRYAN. He has indeed. He has indeed.

Senator MCCAIN. As he mentioned, 380 members. I do not think there has been anything quite like it. And I really think that the credit goes to him for his tireless efforts. We are very grateful to you.

Mr. WELDON. Thank you.

Senator BRYAN. We will sign him up for the duration, as they say? Thanks so much, Congressman, we are delighted.

Mr. Greene, what can I say, other than to tender to you an opportunity to defend yourself.

These are glowing testimonials which have been given in a bipartisan nature. I might indicate for the record that Rex Jordan, with whom I had a prior association in a prior life and who serves as the fire marshal in the State of Nevada, has been also a strong advocate and one who has written and talked with me personally about your candidacy.

So I am delighted to see you here, and let me tender the floor to you to offer comments that you like. And then I think Senator McCain and I have some brief questions to ask.

Also, I have an opening statement that Senator Hollings would like to have included in the record.

[The statement, biographical sketch, and prehearing questions and answers follow:]

OPENING STATEMENT BY THE CHAIRMAN

As chairman of the Commerce Committee, I have a particular interest in the nomination for the Administrator of the United States Fire Administration. The United States Fire Administration was established under the 1974 Fire Prevention

and Control Act, in recognition by Congress that there was a need for a national focus on the Nation's fire problem. This was in response to a report by the National Commission on Fire Prevention and Control, which found that the United States had the worst fire record of any industrialized nation.

Since its establishment, the United States Fire Administration has done an excellent job, in my opinion, in increasing public awareness of fire safety, and improving the education and training of many of our Nation's local fire service organizations. However, as I am sure Mr. Greene is aware, the Nation's fire problem is still a very serious one. Statistics show that the United States continues to lead the industrialized nations in fire-related deaths and injuries. This is evidence that there is still a need for Federal involvement in this area.

Mr. Greene presents an outstanding fire service record, and I am sure is aware of the enormous task that faces him, if confirmed. I look forward to today's hearing, and reviewing Mr. Greene's views on these important issues.

ERNEST F. HOLLINGS, SOUTH CAROLINA, CHAIRMAN

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United States Senate
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION
WASHINGTON, DC 20510-6125

STATEMENT FOR COMPLETION BY PRESIDENTIAL NOMINEES

(If more space is needed, please use attached REMARKS sheet)

A. BIOGRAPHICAL DATA

1. Name: GREENE (Last) OLIN (First) L. (Other)

Address: 1620 SW Bridlewood Drive (Current residence)
Dallas, OR 97338

3000 Market Street, Suite 534 (Business)
Salem, OR 97310

2. Position to which nominated: United States Fire Administrator

Date of nomination: 4-18-90

3. Date of birth: 1 (month) 15 (day) 37 (year)

Place of birth: Miami, FL

4. Marital status: Married

Full name of Spouse: Rosemary George Greene

5. Names and ages of children: Robin Alverez (34)
Kelly (29)
Todd (27)

6. Education:

Institution	Dates attended	Degrees received	Dates of degrees
Georgia Tech	9/55-6/56	-0-	
Miami Edison High School	9/51-6/55	Diploma	6/55

7. Employment record: List all positions held since college, including the title or description of job, name of employer, location of work, and dates of inclusive employment.

From	To	Name of employer	Address	Type of work
9/56	4/57	Florida East Coast RR	St. Augustine, FL	Fireman
4/57	1/58	Independent Life Ins. Co.	901 SW 1st, Miami, FL	Salesman
1/58	1/59	Home Milk Co.	Miami, FL	Delivery
1/59	8/60	Graybar Electric	Miami, FL	Warehouseman
8/60	12/68	City of Miami	Miami, FL	Firefighting/Inspection Inspection/Invest.
1/69	5/82	State of Florida	Miami/Tallahassee, FL	Administration
6/82	Present	State of Oregon	Salem, OR	Administration

8. Government experience: List any experience in or direct association with Federal, State, or local governments including any advisory, consultative, honorary or other part-time service or positions.

Employed by City Government from 8/60 to 12/68

Employed by State Government from 1/69 to present

Serve on the National Fire Academy Board of Visitors (Federal) in an advisory capacity since 1984. Serve as the Vice Chair

9. Political affiliations activities: List all memberships and offices held in or financial contributions and services rendered to all political parties or election committees during the last 10 years.

None

10. **Memberships:** List all memberships and offices held in professional, fraternal, scholarly, civic, charitable, and other organizations.

Elks Club
Lions Club-President
Fire Marshal's Association of North America (President)
Board of Visitors, National Fire Academy (Vice Chair)
National Fire Protection Association
Western Fire Chiefs' Association (State Vice President)
Oregon Fire Chiefs' Association
Emanuel Burn Center
Northwest Burn Foundation
National Association of State Fire Marshals, (Sec./Treas.)

11. **Honors and awards:** List all scholarships, fellowships, honorary degrees, honorary society memberships, and any other special recognitions for outstanding service or achievement.

Society of Fire Protection Engineers - Honorary Member
Consumer Product Safety Commission - State Award - 2 times
Governor's Award for Excellence - 2 times
Dictaphone Man of the Year Award

12. **Published writings:** List the titles, publishers, and dates of books, articles, reports, or other published materials you have written.

Wildland Fires Test Oregon's Conflagration Act, May, 1988

ANSWERS TO PRE-HEARING QUESTIONS OF THE MAJORITY
FOR OLIN L. GREENE
NOMINEE FOR THE POSITION OF THE U.S. FIRE ADMINISTRATOR

Q1. What role do you believe the Federal government should play in advancing fire safety in this country? Please include in your answer a discussion of whether you believe it is the proper role of the Federal government to establish fire safety standards for State and local governments.

A. The United States Fire Administration (USFA), as part of the Federal Emergency Management Agency (FEMA), is the national focus on fire safety and prevention, supporting the efforts of local communities and fire services to reduce fires and fire deaths. Specifically, the USFA is responsible for research, data collection and analysis, and planning and technical assistance in support of State and local fire and emergency organizations, as well as the dissemination of fire prevention information to the nation's fire services and the general public. This role, as stipulated in Public Law 93-498, has served the country well these past 15 years.

With respect to the role of the Federal Government in establishing fire safety standards, the current consensus codes process, a public/private partnership directed by the National Fire Protection Association (NFPA), has worked very well. The USFA conducts research and analysis on problems, new technology, or approaches, and submits the results to the appropriate NFPA Standards Committee for consideration. For example, the U.S. Fire Administration pioneered the original research on quick-response residential sprinkler technology. The findings of this research were then provided to NFPA for consideration. Ultimately, this work resulted in the NFPA 13-D Standard on Residential Sprinklers for one- and two-Family dwellings in 1981. NFPA's consideration of subsequent USFA research led to a new standard for multi-family occupancies as codified in NFPA 13-R.

The various consensus standards committees of NFPA are represented by both industry and public sector individuals. NFPA standards are rigorously examined, debated, and submitted annually to the full membership for approval. In Fiscal Year 1989, the USFA established (with NFPA concurrence), a new national advisory committee consisting of State and local fire service persons to directly review input into fire code development.
At the State and local levels, the NFPA fire codes are adopted with amendments, as appropriate, by elected officials. This system of State and local adoption of recommended standards has worked well throughout the United States.

Through its fire prevention and control programs, the U.S. Fire Administration has contributed to the continued development of the residential sprinkler program, which now helps protect citizens in over 500 communities nationwide. It is estimated that over 50 lives have been saved by this technology. Without the research conducted through the USFA, as empowered by Congress, these lives might have been lost.

Other effective programs that have been started and certainly need to be expanded are the Juvenile Firesetter Counseling Program, which has helped the fire service deal with the increasing rate of fires started by young people. The Community Volunteer Fire Prevention Program is another project which the USFA helped start; the program has proved very effective in assisting local fire prevention and education efforts. The USFA has also mounted a nationwide fire safety public awareness campaign. The program has reached millions of Americans through radio and television, and has been featured in full-page public service advertisements in such popular media as TIME and PEOPLE magazines.

These programs have been very effective in increasing public awareness of the threat fire poses to every American. I will continue to support and strengthen these vital programs.

Q2. There is currently a bill pending in the Senate Commerce Committee, H.R. 94, the Hotel and Motel Fire Safety Act, which is designed to encourage the installation of fire sprinklers and smoke detectors in places of public accommodation. The bill attempts to achieve this goal through the establishment of fire safety guidelines for public accommodations used by Federal employees. Could you please state your views on this legislation? In your response, please state your opinion on whether fire sprinklers and smoke detectors represent the most effective means of fire safety and protection against the loss of life and property, or whether you believe other measures are necessary to provide the most effective fire protection.

A. The latter part of this question should be addressed first. A properly designed and maintained fire sprinkler system, connected with a known smoke detector system, will provide the best-known level of protection of life from fire. Smoke detectors serve the the essential function of alerting inhabitants to a fire, but by themselves are limited to this passive role. A far more superior system alerts inhabitants that a fire is occurring and then, through an integrated sprinkler system, proceeds to extinguish the fire.

Fire can strike anywhere and anytime. Just this week, the news media reported a fire in a two-story, modern motel, owned by of the leading names in the industry. The building was not sprinklered and three people died.

The traveling public deserves the best fire protection reasonably possible when using public accommodations. By requiring Federal employees to use accommodations that meet the highest code requirements, the Federal government will be setting an example for the private sector and will be making a statement about the importance of fire safety . At the same time, State and local governments will continue to adopt their own standards as appropriate for hotels and motels.

Q3. As a member of the Board of Visitors of the National Fire Academy (NFA), you are aware that under the original Federal Fire Prevention and Control Act of 1974, the National Fire Academy was established as part of the United States Fire Administration (USFA) (under the Department of Commerce) as the primary organization for the development of national programs to mitigate the nation's fire problem. However, under a 1979 reorganization plan, the USFA and NFA were placed under the authority of the Federal Emergency Management Agency and separated into two organizations. In your opinion, what effect has the separation of the USFA and the NFA had on the ability of the USFA and the NFA to carry out the original goal of Congress under the 1974 Act--to establish a uniform national fire program to reduce the nation's fire problem?

A. The Presidential Reorganization Plan 3 (1979) did transfer the functions of the USFA from Commerce to FEMA, however, the Plan kept the Fire Administration intact and the NFA existed as one of the sub-elements of USFA. It should also be noted that the NFA was <u>not</u> separated from USFA by Presidential Order but rather by an internal decision by former FEMA Director Louis Giuffrida. This occurred in 1982.

In reviewing the Public Law that established the Federal Fire Program (PL 93-498), it is clear that the authors of that legislation envisioned the USFA as the federal fire focus responsible for four major programs: public fire education, research, data collection, and training. The National Fire Academy was the training element in the Fire Administration, part of a systems approach to carry out the Fire Administration's mission.

The federal fire focus can ill afford fragmentation. Resources have always been scarce, and to properly use those resources requires a well structured plan; a plan that is well coordinated so as to avoid the the possibility of false starts or overlapping programs. The Fire Administrator has the responsibility to the Director of FEMA to assure that federal resources appropriated by Congress are most effectively and efficiently applied to mitigate the fire problems in this Nation.

In my view, training must be a well-coordinated effort that is anchored very firmly to programmatic needs and realities. There must be a constant input into the training process that is reality-based, the problems and needs experienced on the State and local fire service level must be collected, analyzed and reflected in the training offered to the fire service community and emergency managers at the federal level. The federal programs were never envisioned as replacing local or State programs, rather as a complement to support what is taking place on the local level.

Q4. Have you identified any specific programs or changes you would like to see implemented if you are confirmed as head of the USFA?

A. Having been involved in fire service for thirty years at both the local level and as State Fire Marshal in two separate States, I have experience with programs that have worked and a few that needed improving. A greater unification of implementation and a uniform approach for both the public and fire service is desirable. The State of Oregon reduced their fire deaths from a high of 95 in 1977 to a record low of 34 in 1989 by working seriously on statewide campaigns to improve fire safety. In my State, woodstoves are the number one cause of fires. Consequently, a statewide campaign on woodstove fire safety was implemented in 1987, resulting in fewer fires involving woodstoves. A campaign to increase use and awareness of smoke detectors and their maintenance was implemented and resulted in more working units in residencies. In 1987, a statewide fire drill was conducted that led to an increased awareness of not only how to escape homes properly in the event of an emergency, but also how to practice good fire prevention practices.

An enhancement of the existing programs at the USFA and closer cooperation with State and local efforts are essential for a continued reduction in the rate of deaths and injuries in the country due to fire. Six thousand fire deaths annually is an intolerable figure. Public education, early warning detection devices, and automated supervision systems, must be expanded to ensure the safety of our citizens. The space program altered their program when three astronaughts perished on the launch pad and again when the Challenger tragedy occurred. Similar attention should be paid when a person needlessly dies in a home fire. Preparation by planning escape routes, "stop, drop, and roll" procedures, proper extinguishment methods, and fire prevention activities, must be implemented and refined.

Fire safety skills curricula should be encouraged and implemented in our education system. Curricula can be established at the USFA and handed off the education arm of government. Closer working relationships must be established with other Federal agencies. For instance, the majority of people dying in fires are under 5 years of age or over 65. Many reside in facilities that are financed with Federal dollars. The USFA should extend and enhance our efforts with the Department of Housing and Urban Development (HUD) on fire safety issues. The USFA and HUD have cooperated on several national projects involving residential sprinklers and fire safe housing for the handicapped.

The Consumer Products Safety Commission Estimates that 40% of their activities relate to fire safety and no members of the commission have a background in fire issues or expertise. They should have the resources of the USFA at their disposal for needed input and advice. A number of other Federal agencies should be more closely aligned with the USFA. To mention a few:

* National Institute of Standards and Technology (NIST)
* Alcohol Tobacco and Fire Arms - (arson)
* FBI (arson and reporting)
* EPA (hazmat issues)
* OSHA (hazmat and employee protection)
* DOT (hazmat Transportation)

Naturally, these ideas and improvements will require resources not presently available.

Q5. The USFA has experienced a major reduction in its working staff since its establishment in 1974. As originally established, the USFA had a working staff of over one hundred and twenty employees. Today, however, the USFA only has a staff of about 20 full-time employees. What effect do you believe these staff reductions have had on the USFA's efficiency and effectiveness? Do you believe that the current staff level is sufficient to develop and carry out the kind of programs you envision and plan to implement as USFA's Administrator?

A. It is my understanding that the staffing of 20 Full Time Employees (FTE) for Fiscal Year 1983 was a political compromise to keep the USFA in existence following the zero funding request for USFA made by the Administration at that time.

The compromise was made between the Administration, which sought to eliminate Federal involvement in fire programs, and the Congress, which sought to preserve a Federal fire focus, to reorganize the USFA with 20 FTE. At the same time, the USFA was moved from Washington, D.C. to Emmitsburg, MD, to share facilities with the National Fire Academy and the Emergency Management Institute.

The staff of 20 was intended to keep a Federal focus on the most important issues and to keep alive critical programs such as fire prevention, data collection and firefighter health & safety. Most of USFA's limited research and technical work has been contracted out, and direct technical assistance to State and local fire organizations has been curtailed due to staffing levels. More importantly, the visible, supportive participation of USFA in national, State and local public and private activities has diminished significantly. Unfortunately, many programs have not achieved their potential due to the lack of personnel. For example, the Fire Data and Analysis Office (FD&A) currently has four FTE. Prior to Fiscal Year 1985, however, FD&A had 25 persons providing direct assistance to State and local governments.

Despite these limitations, the USFA has been able to carry out a number of creditable programs in support of the Nation's fire service. The level of USFA program funds are at a level comparable to that available prior to Fiscal Year 1983, and has allowed the USFA the opportunity to sustain important programs such as the National Volunteer Fire Prevention Program, public education and awareness campaigns, smoke detectors for the hearing impaired, and residential sprinkler demonstrations.

STATEMENT OF OLIN L. GREENE

Mr. GREENE. Thank you, Mr. Chairman, Senator McCain.

For the record, I am Olin Greene, the President's nominee for Administrator of the U.S. Fire Administration.

I too, like Congressman Weldon, would certainly thank and applaud you, both of you, for your efforts to the fire service through the caucus. It is a great honor and privilege to have the opportunity to continue my life's work at the Federal level.

As you have heard, I began my service some 30 years ago with the Miami Fire Department, and I am currently serving as the State Fire Marshal for the State of Oregon. The U.S. Fire Administration has served over the years as the Federal point of focus for the fire service issues and is an integral part of the Federal Emergency Management Agency, or FEMA.

Although the U.S. Fire Administration is relatively small in terms of its staff and budget, it is effective in using its resources to accomplish its mission. The Fire Administration has been instrumental in developing a number of exemplary programs, including smoke detector and fire sprinkler research, fire safe modular housing for persons with disabilities, education and arson programs, data collection and analysis and fire fighter health and safety advances.

I have observed and participated with the U.S. Fire Administration in many of its programs to reduce the threat of life and property due to fire, particularly the threat posed in residential fires. As Administrator, I will work to strengthen these programs.

I have also served on the National Fire Academy's Board of Visitors, a position which has given me the opportunity to support the advancement of professional development of our nation's fire service through training and education programs.

I pledge to you, the distinguished members of this panel, and to the fire community throughout the United States, that if I am confirmed by the Senate, I will work hard to see that the U.S. Fire Administration functions as a full partner within FEMA.

As importantly, I will see to it that the resources supplied by Congress are utilized to the maximum to reduce the risks of both fire to the citizens of this country and to the brave fire service personnel who serve the citizens every day at the local level.

I look forward to working with this Committee, the Congress, the Administration, senior management in FEMA and the fire community as a whole to realize these goals. Mr. Chairman, this would conclude my statement. And I will certainly be glad to answer any questions that you might have.

Senator BRYAN. Thank you very much, Mr. Greene.

The first question that I have is, I believe you have been made aware, the full Committee is now considering and hopefully will process the Hotel/Motel Fire Safety Act. It has passed the House of Representatives and it is before us.

And my first question to you is, do you support enactment of that legislation?

Mr. GREENE. Mr. Chairman, I certainly support the concept of that legislation. I think that sprinklers are certainly an answer to the grave fire results that we have in this country.

I understand that there are those in the Administration that may have some concerns, but I would certainly support that concept.

Senator BRYAN. Mr. Greene, if one could ask you to a range in priorities, one, two and three, accepting that your ultimate responsibility is to try to reduce fire injury and death in this country, what would be the three things that you believe, in the position that you seek to be confirmed for, that could be done at the Federal level to advance those interests, and ranking those in order, if you would, please?

Mr. GREENE. Mr. Chairman, the first role would probably be to continue with the national focus of the fire prevention efforts that we have seen to be positive within the last 15 years.

Probably the number two—and it is difficult to rate it—number two would be the public education efforts to provide the public with the needed information in this country for the emphasis that they need for the fire prevention efforts.

And number three would probably be the training activities that are supplied to the fire service and to the first responders of this nation.

Senator BRYAN. As you gaze out on the structural organization of your new position, are there any structural impediments, any changes that you would suggest to us that you believe ought to be considered?

Mr. GREENE. Mr. Chairman, the structure of the U.S. Fire Administration is far down from when it was enacted in years past.

Senator BRYAN. You are talking about level of funding and staffing, I presume?

Mr. GREENE. Level of funding and staffing, yes, sir. And presently there are 22 employees in the U.S. Fire Administration where, when it was originally mandated by public law in 93-498, there were 120. So, naturally, the level of service is somewhat down from what it was.

It is an exemplary level of service for the amount of personnel that are there. I think that the service that can be provided can be directly related to the dollars and to the programs that are there. And we would certainly hope and support that we could look to that as some support from Congress and through the new Administration.

Senator BRYAN. Share with me your perspective in terms of the relationship from the Federal level to the State fire marshal level to the local fire chief level. What has that relationship been? You can speak first-hand, as one who serves currently as the fire marshal in Oregon.

Mr. GREENE. From the Federal level all the way down to the local level passing through the State level, the U.S. Fire Administration has supplied a needed void that was there prior to its enactment.

The State fire marshal level has now supplied a void that was there, when there was the local level. The information that is passed down now, I think, is directly attributable to the lower number of fire deaths that we witness today than we witnessed some 12 or 15 years ago.

Senator BRYAN. I judge from your answer that you think the relationship and the liaison has been effective in terms of accomplishing our overall objective.

Mr. GREENE. Yes, sir, Mr. Chairman, I certainly do. I think the U.S. Fire Administration has supplied the national focus on fire safety and prevention that has been much needed.

Senator BRYAN. Let me yield now to my colleague, Senator McCain, for a few questions.

Senator MCCAIN. Thank you, Mr. Chairman.

Mr. Greene, do you support full funding for the fire academy?

Mr. GREENE. Yes, sir, I do.

Senator MCCAIN. Has it become, in your view, just one of those things that they cut out of the budget with the full confidence and knowledge that the Congress will restore the funding?

Mr. GREENE. Mr. Chairman, Senator McCain, that is certainly something I would not have first-hand knowledge of, but I could certainly tell you that, you know, as I mentioned before, Public Law 93-498 originally had the two entities serving together. And in 1982 they were administratively separated. And now there is interest, I understand, to again bring them together. And I would certainly like the opportunity to explore that with the new Administration.

Senator MCCAIN. Well, let us do that, because you know what it does, even though it may be a game that we play here. It causes enormous concern out there amongst the fire fighters, both volunteer and professional throughout the country, when they hear that the funding has been cut because they do not know that we are going to restore it.

It just seems to me that we ought not to be going through that drill. And whatever recommendations you might have to avoid that I know this Committee would welcome.

Regarding the hearing-impaired, I guess there are a number of aspects to the problem, but I would like you to address two of them. One is education. We need to provide older Americans who, as they grow older, experience hearing loss and are not aware of the added dimensions to an emergency caused by fire if they cannot hear a fire alarm.

I would like you to comment on what has been done, and what needs to be done in that area. And the other is the special needs of the deaf and hearing-impaired such as your plan, which I believe, is a "plan to get out alive" program, that is in operation. What more do we need to do to provide hearing-impaired Americans with the same warning that Americans have that are not hearing-impaired?

Mr. GREENE. Mr. Chairman and Senator McCain, the second priority that I listed earlier, I think, addresses the issue, and that is the public education. I think there definitely needs to be some public education to let the public know that there are devices available now for the hearing-impaired.

Senator MCCAIN. What is the best?

Mr. GREENE. I am sorry?

Senator MCCAIN. What is the best device?

Mr. GREENE. The best device. Well, unfortunately, the best device has been a conglomeration of several devices. And the Underwrit-

ers Laboratory is about to any day come out with some standards to provide for judging which is a device that is acceptable.

There has been a controversy in the fire service over candle power versus candela, and that is a long drawn out formula type, whether 70 candela is sufficient to wake a person sleeping, or whether it requires 100, whether it is a $15 unit or a $100 unit; there are concerns there.

And what we are all in the fire service awaiting is this report from Underwriters Laboratories that gives us some standards of measure.

The legislature of my own State this past session passed a law that we had requested dealing with smoke detectors for the hearing-impaired. We are presently working, as are other States, under emergency rules pending the standard settings by the Underwriters Laboratory.

Senator McCAIN. The first question was, how do we educate people?

Mr. GREENE. Well, through public service announcements, through dealing with associations for the hearing-impaired. And hearing-impaired associations are very, very active in hearings dealing at State levels and certainly would be at Federal levels as well.

Senator McCAIN. Do the fire departments themselves have some kind of responsibility there?

Mr. GREENE. Oh, I think so, yes, sir. And I think that is where the public education comes in, is at the fire department, at the State level, at the Federal level.

Senator McCAIN. Particularly in retired communities?

Mr. GREENE. Yes, sir.

Senator McCAIN. Do you see across the country fire departments that are near retired communities that make any special efforts?

Mr. GREENE. I think that across the country would probably be rather general. But in certain spotted areas, yes, sir, they have. And I think that as this country grows, I have seen figures estimate that by the year 2010 40 percent to 50 percent of our population will be 65 years of age or older. And at that time we need to start thinking about——

Senator McCAIN. Of whom about one out of three are hearing-impaired, according to statistics.

Mr. GREENE. And I think that is a time that—and that is not to say that just the person at 65 or older is a hearing-impaired type person, but the possibilities or probabilities are far increased.

Senator McCAIN. Well, maybe you ought to look at some standard program nationwide that we could implement, particularly in retired communities. I would look forward to working with you on that.

Mr. GREENE. Senator, if I might just expand slightly, our statistics have shown us that the majority of our fire deaths occur in children under five and citizens over 65, which also may have some tangential effect on dealing with smoke detectors for the hearing-impaired.

Senator McCAIN. That is an interesting statistic.

Congratulations, Mr. Greene.

Mr. GREENE. Thank you very much.

Senator MCCAIN. We look forward to working with you. I do not know when we have had a nominee come forward with the unanimous support you have received.

Mr. GREENE. Thank you, sir.

Senator MCCAIN. But I look forward to working with you.

Thank you, Mr. Chairman.

Senator BRYAN. Thank you very much, Senator McCain.

I told the nominee that I carefully perused his FBI report yesterday. I could not find a thing. It is one of the most boring documents I have ever read.

So I was profoundly disappointed that we did not find something to query you on more. We are going to have to leave for a vote. If Senator McCain exits right away, it is not because of lack of courtesy. We are going to have a vote; in fact, one is in progress now. But just a couple of quick questions.

It is acknowledged that this country has one of the highest, if not the world's highest, fire-related death ratio. What do you attribute that to? And what, if anything, do you have in mind in terms of trying to reduce that? You have had some remarkable success in Oregon, as Senator Packwood pointed out. Why do we have such a high rate? And what can we do about it?

Mr. GREENE. Mr. Chairman, the high rate, I think, may come from several areas. I think we also have some of the best-trained and best-equipped fire service in the world. I think that our recording system is one of the finest in the world. And I think that may relate to some of our high rate.

I think other countries have different aspects towards fire, or different relations towards fire than we do. Some countries, for instance, some of the Asian countries, it is somewhat of a crime, or you are not—you are frowned upon if you have a fire in your own neighborhood or community; therefore, that may relate to some of the reporting concerns.

And ours is somewhat not a reward system, but we pay an insurance. And the insurance, then, pays for our loss. Some of the successes that we have had across the country, and isolated successes dealing, as Senator Packwood mentioned in our State, dealt with trying to address particular problems.

For instance, in our State the number one cause of fire is wood stoves. So we targeted a statewide campaign dealing with wood stoves, their installation and their maintenance, their clean-ups, their routine checks. And we had a marked reduction in fires and wood stoves and, therefore, a marked reduction in deaths.

We then embarked on campaigns dealing with smoke detectors and specifically their maintenance—that to merely install smoke detectors and without annual, at least, annual checks, those smoke detectors may give false sense of securities. We did pretest and post-test examinations of those types of activities.

Those did result in some of our deaths being lowered. We have had increased firefighter training. And those have reduced. Public awareness is tantamount to safety in this nation, whether it be Oregon, Florida, Minnesota, or wherever it might be; it is tantamount to safety.

Senator BRYAN. Well, we appreciate your testimony and look forward to working with you. And I am confident that you will bring

the same kind of effective, articulate advocacy on behalf of the fire service here at the national level that you have been able to do with the State of Oregon.

Mr. GREENE. Thank you, sir.

Senator BRYAN. This will conclude the Committee's hearing. May I ask each member of the audience who is not going to be staying for the next hearing to clear the room, because we have another hearing that is running just a little bit behind right now. It was supposed to convene at 2:00.

We thank you very much. And the Committee will stand in recess.

[Whereupon, at 2:06 p.m., the hearing was adjourned.]

[The following information was subsequently received for the record:]

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FAX: (202) 452-0684
ICHIEFS Address: IAFCHQ

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EXECUTIVE DIRECTOR
GARRY L. BRIESE, CAE

May 11, 1990

The Honorable Ernest F. Hollings
Chairman
Committee on Commerce, Science and Transportation
United States Senate
Washington, DC 20510

Dear Senator Hollings:

We are pleased to learn that President Bush has nominated Mr. Olin Greene as the Administrator of United States Fire Administration. This appointment is important to the IAFC and the nation's fire and emergency services because the U.S. Fire Administration is the nation's federal fire focus.

Although the International Association of Fire Chiefs originally recommended the nomination of Mr. Harry Shaw to the position of USFA Administrator, we are equally supportive of Mr. Greene's nomination. In fact, the IAFC Board of Directors unanimously endorsed Mr. Greene for the position during its most recent meeting in Baltimore, Maryland.

We hope the Senate Committee on Commerce, Science and Transportation will move quickly to confirm Mr. Greene's appointment, and we would welcome the opportunity to testify at his confirmation hearing.

The IAFC appreciates your continued support of the nation's fire services, and looks forward to working with you and your colleagues.

Sincerely,

Jim Estepp

Chief Jim Estepp
President

National Volunteer Fire Council

1325 Pennsylvania Avenue, Northwest
Suite 500
Washington, DC 20004
(202) 393-3351

June 11, 1990

E. James Monihan
Chairman

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Resource Center
Carolyn A. Perroni
Manager
P.O. Box 25215
Alexandria, VA 22313-5215

The Honorable Ernest Hollings, Chairman
Committee on Commerce, Science and Transportation
United States Senate
Washington, D. C. 20510

Dear Senator Hollings,

I am aware that your Committee is holding hearings on Wednesday, June 13, 1990 on the nomination of Mr. Olin Greene to be Administrator of the United States Fire Administration.

I would like to register the support of the National Volunteer Fire Council and the nation's 1 1/2 million volunteers for Mr. Green's appointment. His long and varied background in the fire service and his demonstrated capability in management and leadership will make him an outstanding Administrator. Olin is well known throughout the fire service to be a very honest, fair and credible individual and, specifically from our point of view, he is very aware and sensative to the issues and activities of the volunteer service.

Senator, I would request that if possible this letter be entered in the official record of Mr. Green's hearing and thank you in advance for your support and strongly urge the endorsement of your entire Committee.

Yours truly,

E. James Monihan
Chairman, NVFC

EJM/ssl

OFFICE OF STATE FIRE MARSHAL

317 State Street
State House Station #52
Augusta, ME 04333
(207) 289-FIRE
FAX (207) 289-5163

June 1, 1990

Senator George J. Mitchell
U. S. Senate
Washington, D. C. 20510

Dear Senator Mitchell:

You are undoubtedly aware President Bush has posted the name of Olin Greene as his designee for the position of Administrator of the United States Fire Administration.

It has been my privilege to work with Marshal Greene over the years on a number of projects relating to our nation's fire problems. Olin has a wealth of experience as a State Fire Marshal having served in Florida and moved to Oregon where he is currently their State Fire Marshal. He is one of the most capable and hard working Fire Marshal's in the nation. He is a member of the board of visitors at the National Fire Academy in Emmitsburg, MD. Marshal Greene has the support of State Fire Marshal's across the country and would make an excellent Administrator of the United States Fire Administration.

I would be most grateful if in your position as Senate Majority Leader you could give some urgency to his confirmation. Any consideration you can give to a prompt confirmation of Marshal Greene would be greatly appreciated.

Very truly yours,

Donald Bisset

DONALD M. BISSET
State Fire Marshal

DMB/lac

Fire Marshals Association of North America

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Batterymarch Park
Quincy, Massachusetts
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June 11, 1990

The Honorable Richard H. Bryan
Chairman
Subcommittee on Consumers
Committee on Commerce, Science, and
Transportation
364 Russell Senate Office Building
Washington, DC 20510

Dear Senator Bryan:

The President of the United States has nominated Mr. Olin L. Greene, currently Fire Marshal of the State of Oregon, to the post of U.S. Fire Administrator and has forwarded that name to the U.S. Senate for confirmation.

It is my understanding you will be chairing the hearings this week regarding Mr. Greene's appointment.

This association would like to place on the record its wholehearted support of Mr. Olin L. Greene for this position. We know of no one better qualified or aptly suited to serve as the U.S. Fire Administrator.

Olin has served as the State Fire Marshal of Florida and as the State Fire Marshal of Oregon. In addition he is a two-term Past President of the Fire Marshals Association of North America and a member of the Board of Visitors to the National Fire Academy. He has also served on several local, regional, and national committees and organizations involved with fire safety, fire prevention, and fire education.

Mr. Greene truly knows the needs of all the fire services of this country and will do a yeoman job in this position.

The position of U.S. Fire Administrator has remained vacant for several months, and it is imperative that a leader take the reins and move ahead with the Fire Administration's goals, objectives, and programs at the earliest practical moment. Therefore, I request you to do everything possible to expedite the Senate confirmation of Mr. Greene so that he may get on with the business at hand and improve the U.S. Fire Administration and its ability to provide fire safety services to the States and its citizens.

Thank you for your consideration.

Sincerely,

J. Benjamin Roy, Jr.
President

JOSEPH R. BIDEN, JR.
DELAWARE

United States Senate

90 MAY 25 AM 8:09 WASHINGTON, DC 20510

May 22, 1990

The Honorable Ernest Hollings
Chairman
Committee on Commerce, Science, and Transportation
United States Senate
Washington, D.C. 20510

Dear Fritz:

I am writing in support of the nomination of Mr. Olin Greene as Administrator for the United States Fire Administration.

Although the Fire Administration does not receive extensive public attention, it is an important agency for the safety of our nation's fire service community. As you know, the Fire Administration is responsible for many life-saving programs that are of highest importance to our nation's firefighters and to the American public.

I have heard from a number of representatives of the fire service community in Delaware. All speak very highly of Mr. Greene, particularly of his fire service background. Such experience in this position would be welcome, and I hope the Committee will move quickly on his nomination.

Thanks for your time and attention.

Sincerely,

for

Joseph R. Biden, Jr.
United States Senator